



CITY COUNCIL AGENDA STATEMENT



August 7, 2018

File ID: 15-0431

TITLE

RESOLUTION OF THE CITY COUNCIL OF THE CITY OF CHULA VISTA ADOPTING THE 2018 PARKS AND RECREATION MASTER PLAN UPDATE

RECOMMENDED ACTION

Council adopt the resolution.

SUMMARY

The Parks and Recreation Master Plan (PRMP or “Master Plan”) is the blueprint for the City’s park system, defining the community’s service demands and establishing the goals and policies for delivery of parks and recreation resources. The PRMP was last updated in November 2002. City staff prepared the 2018 PRMP update in response to the expanded 2030 development forecast identified in the 2005 General Plan Update, the 2014 Otay Ranch General Development Plan amendments related to the University Villages, and parks and recreation related policies in the Urban Core Specific Plan adopted in 2007 (amended in 2015) and the Bayfront Master Plan adopted by the California Coastal Commission in August 2012.

ENVIRONMENTAL REVIEW

Environmental Determination

The Director of Development Services has reviewed the proposed update to the Master Plan for compliance with the California Environmental Quality Act (CEQA) and has determined that the activity falls under a Statutory Exemption pursuant to Section 15262 (Feasibility and Planning Studies) of the State CEQA Guidelines. Thus, no further environmental review is required. Although environmental review is not necessary at this time, additional environmental review and determination may be required prior to implementation of any project identified in the PRMP update.

BOARD/COMMISSION/COMMITTEE RECOMMENDATION

As part of its public outreach efforts, staff presented the Master Plan update to three civic commission groups sanctioned by the City: the Healthy Chula Vista Advisory Commission (“Healthy Chula Vista”); the Growth Management Oversight Commission (GMOC); and the Parks and Recreation Commission. Healthy Chula Vista heard the item at their meeting on February 8, 2018 and voiced their encouragement for the implementation of facilities promoting physical activity and a healthy lifestyle, particularly in underserved areas, as identified in the Healthy Chula Vista Action Plan. In a letter of support provided to staff, Healthy

Chula Vista provided recommendations supporting their initiative which staff has incorporated into the Master Plan update. The letter of support is contained within Attachment 2, Chula Vista Parks and Recreation Master Plan Update Stakeholder Feedback.

On February 15, 2018, staff presented the Master Plan update to the GMOC, as part of their annual discussion regarding the Parks and Recreation threshold compliance questionnaire. The Master Plan update supported staff's report that the Parks and Recreation threshold is being met (3.0 acres/1,000 population, established by the Quimby Act and codified per CVMC 17.10). Pertaining to the Master Plan update, staff provided an explanation on how new parks are funded and how existing parks are maintained, and the commissioners asked about a full cost recovery policy. Staff explained that the full cost recovery varies by program area and that the Quimby Act mandates that collected funds may only be spent in the subdivision where they were collected. The city is working on a city wide park fee that will allow the flexibility to construct parks based on city wide priorities. Additionally, the Commission asked about the Bayfront project and if park requirements would be met. Staff indicated that the Bayfront will have a total of approximately 100 acres of bayfront park lands at buildout (approximately 75 acres of new parks), with 1,500 residential units, hotels and commercial projects. There was no formal action taken on the Master Plan update. Subsequently, the Master Plan was discussed as part of the City Council Workshop held on April 26, 2018 during the GMOC's Fiscal Year 2017 Annual Report.

On June 21, 2018, the City of Chula Vista Parks & Recreation Commission voted unanimously (5-0, with no abstentions) to recommend approval of the Master Plan. Comments from the Commissioners include the following: 1) The demand for soccer fields will increase due to the recent award of the World Cup tournament to United 2026, a bid collaboration between Canada, the United States, and Mexico; 2) Commissioner Buddingh is a "big proponent" of joint-use parks (i.e. shared parks with schools or other quasi-public entities); 3) although Scobee Park, a privately-owned and maintained park, was given partial park credit (2.0 of 9.0 acres), it should not be counted because of signage stating public access is prohibited; and 4) with the future development of bike skills parks in Bonita near Sweetwater Little League and at the future Rios Site (Otay Valley Regional Park Rec Area 6), Commissioner Zarem stated these two facilities should meet the current needs of the mountain biking community.

DISCUSSION

Background

The Master Plan is the blueprint for the City's parks and recreation system. It defines service demands and establishes goals and policies for the delivery of parks and recreation resources. This Master Plan update reflects the expanded 2030 development forecast identified in the General Plan Update adopted by the City Council on December 13, 2005 and amended October 13, 2015. The proposed 2018 Parks and Recreation Master Plan Update is provided as Attachment 1 to this report.

The 2018 Master Plan update has been created by utilizing the 2002 Master Plan as a template, and by incorporating the General Plan Update, Otay Ranch Development Plan Amendments, Urban Core Specific Plan, and the Bayfront Master Plan parks and recreation related policies. In 2006, a citywide parks and recreation needs assessment ("Needs Assessment") was prepared to identify residents' recreational service demands, as well as to develop a forecast of recreational service demands in response to the 2030

development forecast identified in the General Plan Update (Attachment 1, Appendix B). In spring 2016, a survey was conducted that validated the highest priority needs of the 2006 Needs Assessment (Attachment 1, Appendix C).

In July 2011, an update to the Master Plan was brought before City Council in a public hearing but the item was continued as it was the desire of the Council to conduct a Council Workshop regarding the subject matter. The workshop was held on December 1, 2011, whereby staff made a presentation on the update and the Recreation Director informed the Council that staff would bring the item back to a future Council meeting. Staff has since revisited the document and brings forth this update for consideration.

The PRMP is intended to offer guidance to the community, staff, and developers when designing new parks and recreation facilities. It is also envisioned that City staff will provide opportunities for public input during the programming and design stage of each public park. Such workshops would provide an opportunity for adjustments to the identified park programming in the PRMP for a particular park. Within planned communities, public park concepts are based on the adopted PRMP recommended program elements and are included in the corresponding planned development Sectional Planning Area (SPA) plan as adopted by Council. During the development of each public park Master Plan, the design is presented to the growing community for input. The programming may not be flexible to make wholesale changes in these instances, but suggestions to modify facilities are thoroughly evaluated.

Similar to the 2002 PRMP, the PRMP update represents a comprehensive park planning effort that recognizes that a park system is more than simply a collection of individual recreational elements. It represents a comprehensive and interrelated package of community, neighborhood and other public parks that give residents the opportunity for a complete recreational experience and a desirable addition to the environment in which they live. Each park must be viewed within the context of the whole park system to ensure that it functions properly in providing a balance of recreational opportunities.

The methodology employed to create the PRMP update included five steps: 1) Update the citywide inventory of current park sites, recreation facilities, and regulatory programs and policies; 2) Prepare an updated Parks and Recreation Needs Assessment; 3) Identify current and future park and recreation needs based on the conclusions and findings identified in the Parks and Recreation Needs Assessment; 4) Update goals, policies, and action items related to addressing current and future park and recreation needs; and 5) Update the inventory of park sites and recreation facilities within each park site utilizing the directives in the Goals, Policies and Action Items.

The commitment for a quality parks and recreation system in Chula Vista is not a new commitment; in fact park planning has continuously been pursued in the context of land use planning efforts within the City since incorporation in 1911. In the early years, parks were developed for residents as land opportunities became available. The first park built in the City of Chula Vista following incorporation was Eucalyptus Park in 1927. As the City continued to grow, additional parklands were acquired and developed and community recreation centers were also added. Since the 2002 Master Plan, the City has enjoyed one of the most active park development periods in the City's entire history with the addition of 18 park sites totaling over 171 acres. Parks and recreation facilities will continue to grow to meet the needs of the City's increasing population.

The PRMP Update contains seven chapters addressing the following topics:

Chapter 1 - Parks and Recreation Resources

Chapter 1 contains a description of the overall goals of the Parks and Recreation Master Plan document, a brief history and description of the existing regulatory programs that have influenced and will continue to influence park-planning activities in Chula Vista, definitions and terms that apply to park and recreation planning and development activities, and an inventory of existing parks and recreation resources, accompanied by a detailed map.

As of January 2018, the City's parks and recreation system ("park system") contains approximately 718 acres of developed parkland and 157 of undeveloped acres. Developed park acreage is divided into 693 acres of publicly owned facilities (City, Port of San Diego, or other public entities) and 25 acres of privately maintained parks (i.e. maintained by a Homeowners Association or other private entities) open and generally available to the public. Examples of these include Augusta Park in Eastlake, Alcala Park in McMillin Lomas Verdes and Eastlake Community Lake. Undeveloped acres are lands either offered for dedication to or owned by the City that are to be developed at a future date. The total park acreage within the City's parks and recreation system equates to approximately 875 acres (developed and undeveloped) and is, or will be comprised of community, neighborhood, mini, urban, special purpose parks and town squares.

Chapter 2 - Parks and Recreation Facility Needs

Chapter 2 identifies the type and number of recreation facilities and the amount of land required to meet the recreation needs related to the population as of January 1, 2018, and for the year 2030 population resulting from anticipated increases in residential units citywide. Chapter 2 also compares the amount of land required to meet recreation needs to the amount of parkland that the City is legally able to exact under the law pursuant to the Quimby Act (the enabling legislation for the establishment of the parkland standard of 3 acres of parkland per 1,000 persons for new development).

Historic park development in the City has been impacted by several factors, including: pre-existing park development standards that differ from current standards, the Quimby Act, annexations of properties into the City without adequate parkland, and Proposition 13 (state legislation limiting property tax revenues and therefore creating the need for special fees specifically to pay for parks). As of January 1, 2018, with a population of 270,596, the City had an overall ratio of 3.23 acres of parkland (developed and undeveloped, but dedicated parkland) per 1,000 residents.

Pursuant to the Quimby Act and as adopted by the City in 1987 and identified in the General Plan Update, the current city standard for park acreage is three acres of parkland per 1,000 population of new residential development. Based on the General Plan 2030 buildout forecast, the citywide park system will ultimately contain approximately 1,237 acres of developed parkland. With a 2030 forecast population of 340,215, the City will realize an overall parkland ratio of 3.64 acres of parkland per 1,000 residents. Development in the City from 1987 to 2018 created 3.21 acres of dedicated parkland per 1,000 additional residents. The average ratio for new development from 1987 to expected buildout in 2030 is 3.85 acres per 1,000 residents. (Attachment 1, Executive Summary)

Based on the conclusions and findings contained in the Needs Assessment, a majority of the January 2018 park and recreation facility needs are met through the utilization of both public parkland and quasi-public sources (i.e. schools, Boys and Girls Clubs and YMCAs). A portion of existing demand for baseball fields, soccer fields, picnicking areas, tot lots/playgrounds, tennis courts, swimming pools, and indoor assembly space are currently unmet. Recreational pools/swimming, playgrounds/tot lots and bike/jogging paths were the top three demands revealed. In spring of 2016, a shorter survey was conducted that validated the highest priority needs of the 2006 Needs Assessment.

Under the General Plan forecast assumptions for 2030, the need for additional park and recreation facilities will continue. Future inventory of parkland resulting from new residential development, in conjunction with quasi-public sites, is anticipated to meet City facility needs.

Chapter 3 – Parks and Recreation System Goals and Policies

Chapter 3 articulates the City's parks and recreation aspirations through the identification of goals, synthesizing the preceding chapters' discussion of the history of the City, its current parks and recreation resources, and the demand and needs analysis. Identified goals and policies serve as the blueprint for creating a quality park system and action items are provided to guide implementation of each policy. The proposed goals are as follows:

- Create a comprehensive parks and recreation system that meets the needs of the general public of Chula Vista by effectively distributing park types and their associated recreation facilities and programs through the use of public and quasi-public resources.
- Establish priorities for allocation of existing and future public parkland resources that balance public priorities and needs with quality of parks and facilities.
- Provide a program for implementation of the City's Goals and Policies contained herein to ensure the continued development of a comprehensive parks and recreation system providing citywide resources for recreation services and programs that meet the needs of its citizens.

A key addition to the policies is for the City to develop a "Landmark Park(s)." As conceptually described in the City's General Plan, landmark parks in Chula Vista would be iconic City places of unique design and may possibly include museums, a cultural arts center, gardens, significant gathering spaces and performance areas, along with traditional recreational features. Landmark parks would be designed to provide a strong sense of place where people could meet and greet and where they would feel a strong sense of attachment to the community. The General Plan identifies four potential landmark park sites, namely the Bayfront, central west Chula Vista, Rohr Park, and Otay Ranch. Preliminarily, Rohr Park provides certain amenities and opportunities conducive to developing into a landmark park, however, a more detailed and comprehensive analysis of all identified sites would be required. Nonetheless, staff will seek opportunities to incorporate Landmark Park elements and design quality into planned parks in one or more future parks in these four geographic sites.

Other key policies include the introduction of urban parks as a means to provide public open space in existing populated areas; collaboration with other agencies and organizations to develop agreements and partnerships for the shared use of facilities to help meet the public demand for recreational services; providing fair and equitable access to fields and programs for all residents; and supporting the Healthy Chula Vista Initiative by ensuring programs and activities promote a healthy lifestyle.

Chapter 4 - Parks and Recreation Facility Distribution

Chapter 4 identifies in both tabular and graphic form the distribution of recreation facilities. This chapter concludes with a figure (Public Park and Recreation System 2030) illustrating the Chula Vista Parks System in 2030. A complete list of parks is provided along with park acreage and primary and support facilities.

As stated earlier in this report, it is projected that the City will have 1,237 acres in the park system to meet the expressed service demands of the community at buildout. It will include 14 community parks, 58 neighborhood parks and multiple mini and urban parks. The network of trails and bicycle ways will also expand to ensure ease of access to these destinations and provide a more connected park system. As of the date of this report, there are eight parks in various stages of planning. Not since the early 2000's has the city seen this amount of activity attributable to the development of parks.

Chapter 5 - Western Chula Vista Park Delivery

Strategies for the development of future western Chula Vista parkland related to new residential development obligations (3 acres of parkland per 1,000 persons) are identified in Chapter 5. This chapter also discusses progress to date on expanding park acreage inventories related to existing park demand. Strategies discussed include developing or utilizing parks on public agency controlled lands, developing parks on underutilized and vacant lands suitable for parks, and developing parks of varying sizes that demonstrably meet defined recreational needs.

The strategy of developing parks of varying sizes is addressed in the General Plan and Urban Core Specific Plan through the concept of urban parks. Urban parks are typically smaller than traditional parks providing amenities and features that support recreational needs in an efficient manner within the context of an existing urban fabric.

While the majority of new parkland is concentrated on the more recently developed eastern half of the City, the planned development of the Bayfront District and planned development of parkland in the Otay Valley area is anticipated to significantly improve the ratio in the western territories.

Chapter 6 - Funding New Park and Recreation Facilities

There are two primary funding mechanisms for the delivery of new park and recreation resources required for new residential development. The Parkland Acquisition and Development (PAD) Fee program is applied towards the purchase of parkland and parkland improvements. The recreation component of the Public Facilities Development Impact Fee (PFDIF) program funds major recreation facilities within community parks (i.e., community centers, gymnasiums and aquatic facilities).

Chapter 7 - Operation and Maintenance

This chapter discusses current resources available to operate and maintain the parks and recreation system and what it will take to achieve the vision expressed in the overall Parks and Recreation Master Plan.

City staff maintains 498 acres of the overall 718 acres in the citywide parks and recreation system. This includes 65 parks and nine recreational facilities (i.e. gymnasiums, and recreation and community centers), two aquatics facilities, restroom/maintenance buildings, and other park amenities.

General fund revenues are the primary funding source for operations and maintenance of park and recreation facilities; however, in recent years, certain development projects have established park agreements whereby funding is provided either partially or in whole by a Community Facilities District (CFD). In the Millenia development, park operations and maintenance funding is shared equally between the City’s General fund and a CFD. The future Freeway Commercial North (FC-2) park will be fully funded by a CFD established for that neighborhood.

High use of the parks, rising utility costs, increased park acreage, and fixed funding combine to challenge the City’s ability to maintain the park resources at current levels, while seeing an increasing demand for higher quality. The FY16/17 budget to maintain park facilities was approximately \$14,050/acre. Future expansion of the park system will require a balance between the acceptable service levels and park amenities with the available resources.

Future Municipal Code Amendments

Inherent in the update of a Parks and Recreation Master Plan, is the establishment of new park facility ratios. Facility ratios represent the number of persons that generate the need for each specific type of recreation facility and are listed in Chapter 17.10 of the Municipal Code. For example, at build-out (2030) one soccer field (organized youth soccer) serves the needs of 6,800 persons (citywide population). Additional examples are contained in the following table:

Activity	Persons Served	Expressed Ratio
One Soccer Field (Organized Youth)	6,800 Persons	1 / 6,800
One Tot Lot	1,950 Persons	1 / 1,950
One Dog Park	27,500 Persons	1 / 27,500

The 2006 Needs Assessment survey identified new park facility ratios. These new ratios will be included in a future amendment to Chapter 17.10 of the Municipal Code. Although the survey results represent a snapshot in time, when correlated with forecasted demographic characteristics and population increases, future recreation facility use and demand can be identified. Demographic characteristics influencing future recreation facility use include aging population, household size, and number of households with children.

Public Outreach

The PRMP Update was released for public review at the end of December 2017. The draft document was posted on the City’s website and hard copies were made available at the Civic Center and South Chula Vista libraries, City Clerk’s Office, Parkway Community Center, Veterans Recreation Center, and Salt Creek Recreation Center. Staff conducted a number of public outreach events from January 2018 through March 2018 to gather community input on the proposed plan. Meetings for the general public were held on January 17, 2018 at Monteville Community Center and on January 25, 2018 in Council Chambers.

Additionally, staff presented the PRMP Update to the following stakeholder groups: Youth Sports Council, Otay Valley Regional Park CAC and PC/CAC, Development Services Citizen Oversight Committee, Growth Management Oversight Commission, Healthy Chula Vista Advisory Commission, and Southwest Chula Vista Civic Association. Comments gathered from these various stakeholders and members of the public have been incorporated into the final draft document. Correspondence from the community is provided in Attachment 2 (Chula Vista Parks and Recreation Master Plan Update Stakeholder Feedback).

Many of the attendees appreciated the information provided in the update to the Master Plan. Those providing comments expressed a desire for the City to provide mountain bike and bike park facilities and trails, tournament facilities for soccer and baseball/softball, trails and paths for walking and running, and provisions for community gardens. While actual locations for these recommendations are not necessarily identified in specific parks, the requests are addressed as policies in Chapter 3.

Conclusion

Looking to the future (2030), Chula Vista's parks and recreation system will provide recreation services and programs that meet the expressed service demands of the community. The parks and recreation system is projected to be composed of approximately 14 community parks, which will serve the whole City by providing recreation complexes, community centers, gymnasiums, sports fields and courts, aquatic facilities, and skateboard facilities as well as gathering areas, picnic facilities and restrooms. Approximately 58 neighborhood parks will provide areas for tot lot play equipment, sports facilities, and programmed and non-programmed activities allowing residents recreational activities within walking distance of their homes. An additional 23 mini-parks, and eight urban parks will also provide recreational facilities that complement resources provided at adjacent parks, while 22 special purpose parks will provide specialized facilities or themes and serve the entire city. Parks will be further enhanced and connected to the community through a network of trails and bicycle ways. A greenbelt open space system will surround Chula Vista, making a unique setting within San Diego County focused on the recreational values of the City's populace. Ultimately, the City's parks and recreation system is envisioned as a well-integrated system of recreation facilities, programs and services.

Next Steps

Following approval of the PRMP by the City Council, staff will next begin developing a new citywide park development impact fee program, which may ultimately replace the PAD fee. Any new proposed park fee program will reflect input from members of the development community and will be brought back to Council for consideration and possible approval.

In addition, an update of the City's PFDIF program will be undertaken. The PFDIF update will reflect facilities identified in the Fire Facility, Equipment, and Deployment Master Plan, the Library Strategic Facilities Plan, and the 2018 PRMP Update.

DECISION-MAKER CONFLICT

Staff has reviewed the decision contemplated by this action and has determined that it is not site-specific and consequently, the 500-foot rule found in California Code of Regulations Title 2, section 18702.2(a)(11), is not applicable to this decision for purposes of determining a disqualifying real property-related financial conflict of interest under the Political Reform Act (Cal. Gov't Code § 87100, et seq.).

Staff is not independently aware, and has not been informed by any City Council member, of any other fact that may constitute a basis for a decision maker conflict of interest in this matter.

LINK TO STRATEGIC GOALS

The City's Strategic Plan has five major goals: Operational Excellence, Economic Vitality, Healthy Community, Strong and Secure Neighborhoods and a Connected Community. The Parks and Recreation Master Plan includes the identification of goals and policies that pertain to the development and operation of citywide parks and recreation programs. The goals and policies support the development of a quality park system that in turn supports a healthy community as well as a connected community.

CURRENT-YEAR FISCAL IMPACT

Staff costs associated with the preparation of the 2018 Park and Recreation Master Plan Update are included in the adopted budget for the current fiscal year.

ONGOING FISCAL IMPACT

Capital Expenses and Funding

The PRMP update identifies future park sites, major recreational facilities, and recreational programs. Future park sites and major recreational facility development are primarily funded through developer provided PAD and PFDIF fees as described above. These fees are periodically reviewed and if deemed necessary, are updated to reflect current costs.

Based on the current PAD development fee (approximately \$547,960 per acre) the total projected budget for the development of future park acreage (519 acres) is estimated at \$284 million (in 2018 dollars). In a separate action this evening, the Council will also consider increasing the PAD development fee to an equivalent of \$750,000 per acre, resulting in a total projected budget for the development of future park acreage of approximately \$389 million (2018 dollars).

Developer park obligations also include land acquisition. Typically, in greenfield development, the required parkland is dedicated by the developer. The acquisition component of the PAD fee is assessed in those instances in which a developer does not dedicate the required future park acreage (most common in in-fill development). As PAD acquisition funds accumulate they are used to purchase additional parkland for future development.

The Public Facilities Development Impact Fee (PFDIF) program 2006 update identified the per square foot construction cost for various types of recreation facilities to calculate total program costs. Although the PFDIF program has not been comprehensively updated since 2006, an update to the per square foot cost of recreation facilities has been calculated by applying the engineering news record increase in construction cost for the years between 2007 and 2017 (average annual increase of 3.73%). Based on that calculation, the total cost for the development of future major recreational facilities identified in the 2018 PRMP Update (approximately 154,210 square feet) is estimated at roughly \$72 million.

Following approval of the 2018 PRMP Update, the City's PFDIF program will be revised to include new major recreation facilities identified in the Master Plan, such as community centers, gymnasiums, and pools. Updated facility costing will be developed in conjunction with the PFDIF update.

Operational Expenses and Funding

Recreational programs are funded through a combination of user fees, grants, and general fund revenues. General fund expenses are presented annually as a part of Parks and Recreation's division of the Community Services departmental budget for consideration by Council.

The operation and maintenance of park and recreation facilities is funded through a combination of user fees and general fund revenues. The build out of the citywide park system, as envisioned in the 2018 PRMP Update would result in approximately 1,237 acres of parkland, 972 of which is anticipated to be maintained by city forces. At an average cost of \$14,050 per acre per year to maintain and operate parkland, the estimated annual cost to maintain the city park acreage inventory at build out (in 2018 dollars) is \$13.7 million. This estimated amount does not include costs for facilitating recreational programs.

ATTACHMENTS

1. 2018 Parks and Recreation Master Plan Update
2. Chula Vista Parks and Recreation Master Plan Update Stakeholder Feedback

Staff Contact: Mark Caro, Landscape Architect, Development Services Department